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April 1954

Extract from Survey of the Office of Training

by the Inspector General

C. Quality of Training

It can be stated that in general the quality of CIA training is of the highest order. As with any generalization, there are exceptions and some training courses do not have the high quality that characterizes the office. But it should be stated that this Office was impressed by the intensity of OTR's desire to keep improving the quality of its instruction and instructors, and the over-all high morale of the personnel of the office. (See Tab B for statistical data on background of instructors).

Before dealing with the quality of specific training, it should be noted that the quality is in almost direct proportion to the quality of the instructors. While OTR is developing a cadre of professional instructors, the office is dependent to a large degree upon other components of the agency, especially DD/P, for making available qualified personnel for tours of duty. While it is only natural that the operating components should desire to keep their best men for internal assignments; it should be noted that in recent years more and more good men have been assigned tours of duty in training; partly as a result of recognition of the operating components of the importance, partly as a result of the persistence of the Director and Deputy Directors of Training in fighting for good men. The following specific comments on quality of training are made:

1. Clandestine training courses are of superior quality;

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2. the BIC(I) is of good quality, but suffers from too much academic and not sufficient intelligence influence;
3. language training is of good quality;
4. area training could be of better quality;
5. management training needs improvement.

There is attached as TAB C the comments of DD/I, and the training representatives of DD/A and DD/P, which express the degree of satisfaction had by those components with the service received from OTR.

D. Major Problems of Training which must be met.

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Preparation of Publications.

The PM Staff has suggested that the preparation of the desired manuals as well as responsibility for keeping the completed manuals current be transferred to the Office of Training. This proposal has considerable merit: OTR instructors obviously are required to be experienced and well-versed in the doctrine of their specialties; by the very nature of their work they must keep in constant touch with the operating units; as in any educational field, research is an essential supplement to effective instruction.

E. Training By Other Offices

It would be difficult to estimate the percentage of training actually conducted by the Office of Training compared to other offices.

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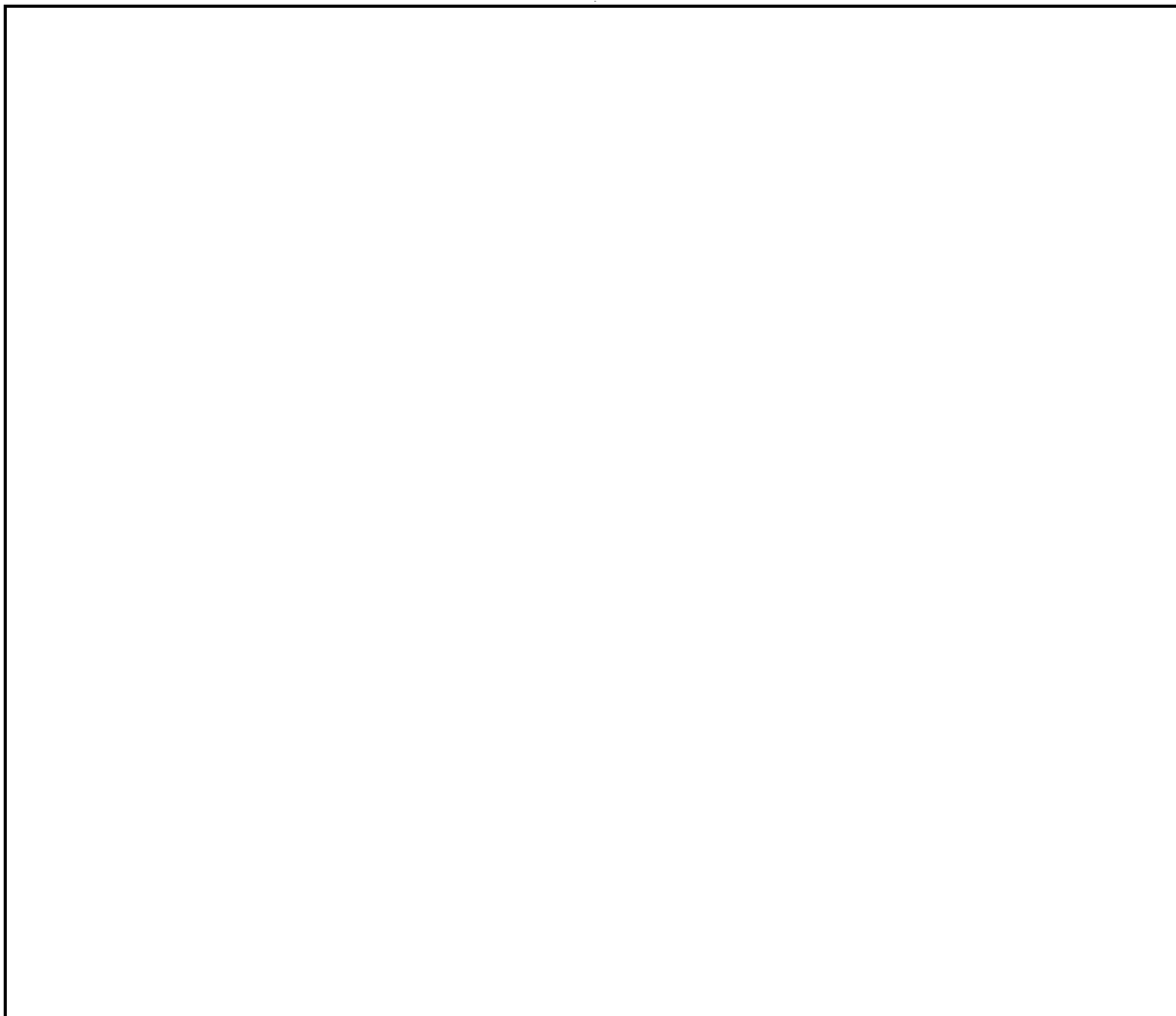
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While the majority of staff personnel (including staff agents) receive their training from the Office of Training, nearly all indigenous agents and non-staff U. S. personnel are trained directly by the area branches. While at times this training is accomplished with instructional assistance from the Office of Training, many times it takes place with area division personnel exclusively doing the training. I am aware of this as both Inspector General and a former Assistant Director [REDACTED] When this Office undertakes unit surveys of DD/P area divisions, the inspectors will have explicit instructions to concern themselves with training conducted by the branches of the area divisions. Actually, from a cost point of view the Office of Training spends less than half of the money spent by CIA on training. It should also be noted that the present charter of the Office of Training holds that office responsible only for the training done in the United States.

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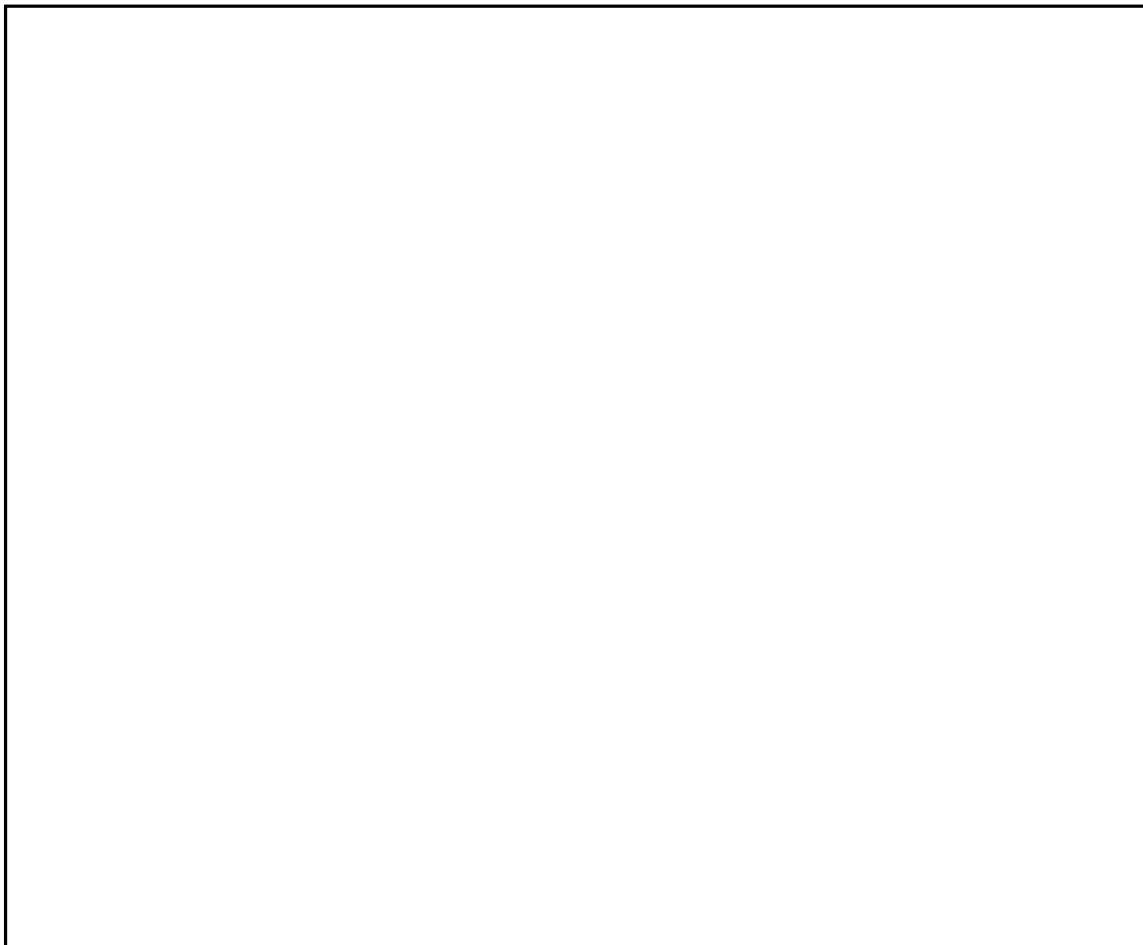
An analysis of the training done outside the Office of Training includes the following:

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It is clear that certain internal training by offices other than Training is justified. It is equally clear that there must be strict monitoring of this training by the Office of Training to prevent: wasteful duplication; failure to take advantage of the facilities of the Office of Training; central control to insure all offices of interest benefit from the training; insurance that the training is required and necessary. It is incongruous to this Office that two units of CIA which are in the forefront worrying about personnel ceilings and budgets—ORR and FDD—can afford the personnel and time for internal training. This is particularly significant inasmuch as ORR has trained over 80 OCD personnel in the eight-hour Russian Language Familiarization Course.

One other major problem, and one of most serious proportion, is the failure of operational components to produce students for certain courses, after previously having concurred in the scheduled presentation of those courses. This situation will be discussed in detail under "Advanced Covert Training."

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VI. Organization and Management of OTR

Prior to 4 December 1953, OTR was organized into two separate and identifiable major commands, each headed by a Deputy Director of Training . . . Training Special (or Covert) and Training General (or Overt). On 4 December 1953, OTR issued Notice No. 33-53, "Reorganization of the Office of Training" quoted in part below: (Said Notice is Tab K)

"1. The reorganization of the Office of Training, effective 1 December 1953, is indicated on the attached chart. This organization provides for the consolidation of the former Office of Training (General) and Office of Training (Special) and establishes:

- a. A single Deputy Director of Training;
- b. An Executive Officer;
- c. . . . .etc.

"2. The Executive Officer, upon completion of the survey currently being conducted by the Inspector General, will coordinate the preparation of revised mission and function statements and tables of organization. Pertinent recommendations of the Inspector General will be reflected in these revisions."

This Office registers general approval of the new plan of organization for OTR, namely, the creation of a single line of command, in lieu of the former separate overt and covert entities. This Office does not concur, however, in the actual chart of organization designed to implement the plan. This Agency has the most heterogenous mixture in size of units of organization all bearing the same title, and the greatest discrepancy occurs in those units called "divisions." Three of the proposed OTR divisions would have less than 16 assigned staff personnel each, e.g., Management Training, Orientation and Briefing, and Junior Officer Training (JOT) Divisions. The implementation of the above would make a mockery of any semblance of organization standards, represents an organization deficiency which is high on our inspection check list, and appears more subjective than objective in reason. Note also is taken of four proposed staffs, and it is submitted that serious consideration should be given to consolidation of functions into three staffs. Specifically, the above-mentioned divisions, Management Training, JOT, and Orientations should become branches of one division, and consideration should be given to amalgamate the several functions (both staff and operating) of the Instructional Services Staff with the other three staffs and one or more of the divisions.

Particular note was taken of the organization of OTR below the divisional level. This Office questions the validity and efficiency of the conventional type of government organizational, e.g., division and branch, for managing the OTR functions. Two facts raise the question as to the necessity for "branches" in the instructional divisions. Most instructional divisions organize their material on a "course" basis and each

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course usually has a chief instructor. This appears to make the position of branch chief of little substance. Secondly, the two largest instructional divisions, Basic and Specialized Training, each present about 50% of their courses [redacted] In the case of those two divisions a more logical form of organization would appear to be the Division Chief, a Deputy for Training [redacted] and then the Chief Instructors. It is suggested that the Management Improvement Staff be called upon to comment on the present mode of organization and, if findings warrant, recommend a more applicable alternative.

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In the manner of organization, specific note was taken of two facts bearing on the position of Director of Training. The title itself is not in consonance with those established for other similar major units, which are designated "Assistant Directors for . . . . .". Additionally, the grade assigned to this, GS-17, is one grade below similar positions. Rectifying this inequity would call for several other position reclassifications.

With the few exceptions noted below, the majority of the OTR administrative difficulties are beyond its control.

One of the chief obstacles to efficient administration, and proper atmosphere for training, is the quality of the space for instructional purposes assigned to OTR. A great number of the rooms used for instructional and seminar purposes—particularly Buildings [redacted] and Alcott Hall—are extremely low ceilinged, inadequately ventilated, and not clear-span type; i.e., ceilings supported by an excessive number of internal pillars. The combination of these factors makes the transmission and assimilation of training material quite difficult for both instructor and student. In any future major readjustment of space in this Agency, the assignment of more useable space in a lesser number of buildings for OTR

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certainly should be given prime consideration.

Proper scheduling of students, and the insurance that potential students are registered in those courses pertinent to their professional development, is at times thwarted by the fact that Training Liaison Officers (TLO) in the operational components are not of sufficient stature to properly "sell" the training importance or are content to interest themselves only in the mechanics of scheduling—and not a proper analysis of the substantive ramifications of training. A review of the present incumbents of the TLO positions shows that a great number of them, particularly in DD/P at divisional level, hold full-time administrative positions, and discharge the training function as an additional duty. It is believed desirable that TLO's, in order to more properly understand the training mission and problems involved therewith, should be individuals concerned with the substantive side of intelligence and/or operations and not the administrative support. Because of the close relationships of TLO's with OTR and the necessity for close working relationships in order to accomplish the training mission, it is also believed in order that any nominee for a TLO position be coordinated with OTR before the appointment becomes effective.

The following observations on the internal administration of OTR are offered. During the course of the survey, it was noted that in practically all cases a course critique was submitted by each student at the conclusion of each course. The critiques are read and forwarded through the chain of command to the Office of the Director of Training. The value of student critiques for new or recently revised courses and the value of critiques on a periodic basis for existing courses is acknowledged; the value of student critiques following the presentations of each course is seriously questioned. While certain advantages may accrue from requiring student critiques, these advantages are outweighed by disadvantages. First, student critiques create the tendency for an instructor to so present his material that student opinion of him will be high; this has an adverse effect on the collective morale of instructors who realize that students may make subjective rather than objective observations. Second, from the point-of-view of best utilization of executive time, it does not seem in order for levels above Chief Instructor to take the time to read critiques from all students following presentations of all courses.

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VII. Conclusions

1. The importance of training to CIA cannot be overemphasized. This was included in the recommendations of the Jackson Committee (The President's Committee on International Information Activities Report to the President) June 30, 1953:

"47. For the immediate future, CIA should give higher priority to the development of improved principles of operation, training, expansion of its pool of qualified operators, and construction of a covert mechanism abroad. (page 87)"

"59. New efforts should be made to improve personnel training programs in the field of national security affairs and to broaden and strengthen the concept of career services.

2. CIA has given higher priority to improved principles of training. Considerable progress has been made and is still being made, not only in improved training but also in developing interest in training throughout the Agency. There has been a steady improvement in the caliber of instructor personnel detailed to the Office of Training.

3. The Office of Training is not the sole conductor of training courses in the Agency; DD/P expenditures in FY1953 for training of indigenous nationals abroad exceeded the total cost of operating the Office of Training in FY1953 by 20%; DD/I conducts extensive language training courses in ORR and OO.

4. The Office of Training could be organized more efficiently and more economically. Units at "division" level have been organized with little thought to assuring adherence to either an absolute or comparative norm for responsibility involved. One division has a T/O of four (Orientation and Briefing), and two other divisions have less than 16 T/O positions each (Junior Officer Training and Management Training). Staff units perform operating tasks—e.g., Instructional Services Staff conducts training courses.

5. The T/O of the Office of Training was prepared to answer a far larger demand than will ever be placed on the office with the present size of CIA.

6. Acquiring well-qualified instructors from the operational offices is still a major problem.

7. Apparently some individuals are still sent to training courses when the operational units cannot find assignments for them; this was a widespread abuse until about one year ago.

8. Anticipating its work load of students, particularly from the Clandestine Services, is still a major problem for the Office of Training

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10. There is no follow-up system to insure that individuals given language training at government expense maintains this acquired facility in the language.

11. The entrance orientation period of three hours is an adequate introduction to intelligence and CIA for junior-level personnel.

12. The quarterly orientation program of 12 hours is well worth the effort for keeping Agency personnel acquainted with developments in the organization.

13. There still exists relatively little in the matter of formalized administrative training.

14. The facilities of the Office of Training could be used to a greater extent in training personnel from other intelligence agencies.

15. The Office of Training is well-equipped to act as focal point for development of manuals on doctrine.

16. The Junior Officer Trainee program has been successful, and its handling by the Office of Training while initially conducted on a strictly experimental basis has constantly improved.

17. The specialized courses in clandestine tradecraft and operations are of the highest caliber.

18. The Basic Intelligence Course (I) is good, but can be improved by greater emphasis on an intelligence and less on an academic approach. The course appears to be susceptible to presentation in two phases.

19. The advent of intermediate, as opposed to basic, training courses, and the presentation of a condensed BIC(I) course to on-duty people, represents a new and valuable approach by OTR in serving the overt components of the Agency.

20. The stature, import, and impact of the assessment program has risen perceptibly in the course of the last year.

21. Training evaluations, including both substance and format, do not yet adequately serve the needs of all interested parties. There is insufficient coordination between Office of Training and DD/P in drawing up evaluation procedures (as evidenced by the new Phase II Evaluation Form, which was instituted prior to concurrence from DD/P).

22. Management Training, both in quality and quantity, needs continuing improvement.

23. The Clandestine Services Training Committee of DD/P has acted as a satisfactory vehicle for handling the mechanical liaison relations with the Office of Training; it is not of sufficient stature to impress upon DD/P units of organization the essentiality of training, the adherence to training policy, or the meeting of commitments to furnish students to be trained. It is questionable whether the training responsibilities of DD/P can be discharged by committee action, in lieu of full-time staff representation immediately and solely responsible to DD/P.

24. There appears to be no logical reason why the Director of Training, the head of a so-called "major component" should be a GS-17, while other heads of components or Assistant Directors are GS-18; the title of the head of the Office is not in consonance with those of other and co-equal offices.

25. The Agency is receiving a valuable return for monies expended by the Office of Training.

#### VIII. Recommendations

1. The T/O of the Office of Training be cut to the level of its ceiling.

2. The Office of Training be reorganized into three staffs and six divisions, by the following regrouping of functions:

##### A. STAFFS:

a. Assessment and Evaluation Staff;

b. Plans & Research Staff; to acquire from Instructional Services Staff responsibility for editorial and publication matters, OTR library, preparation of scripts and production of motion pictures required by OTR;

c. Administrative Staff; to acquire from Instructional Services Staff those responsibilities not herein recommended for transfer to other units.

##### B. DIVISIONS:

a. Retain the present Intelligence, Basic, Specialized, Project, and External Language Training Divisions, except:

(1) Rename "Basic" to Operations Training Division;

(2) Rename "External & Language" to Area and Language Training Division;

(3) Create a Support Training Division, with branches composed of the former Management Training Division;

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Junior Officer Training Division; Orientation and Briefing Division; and the instructional responsibilities formerly discharged by the Instructional Services Staff.

3. The T/O of the Office of Training be revised to make the Director of Training a GS-18, the Deputy Director a GS-18, and the Division Chiefs GS-16s. The title be changed from Director of Training to Assistant Director for Training.

4. A high level training admissions board composed of representatives of different components be established to periodically screen applicants for training courses to insure that there is no abuse of training activities and to serve as an instrument for effecting an even flow of applicants.

5. A committee composed of one representative each from DD/I, DD/A, DD/P, OTR, and chaired by a representative of the Management Staff should review all non-OTR training conducted by the Agency. Training best conducted by OTR should be transferred to it. Agent training conducted by the DD/P area divisions should be given at least staff supervision by OTR to insure a minimum of duplication and overlapping.

6. All training done by other offices--e.g., language of FDD, various projects of ORR--be put under the staff supervision of OTR.

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8. OTR make a study of what training could be offered to other intelligence agencies directed toward becoming the Graduate School in the intelligence field.

9. OTR receive responsibility for coordination of the preparation of all manuals on doctrine.

10. The initial orientation lecture be divided into the present three-hour presentation for junior-level personnel on a weekly basis, but a more sophisticated three-hour orientation lecture once a month for senior-level personnel.

11. Employees taking language training at Agency expense be required to commit themselves to maintaining proficiency in the language, and that periodic follow-up examinations be given.

12. DD/A interest himself in [redacted] for all types of administrative training under simulated foreign field conditions.

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13. Increase in the quality and quantity of management and supervisory training; this should receive the personal attention of the Director of Training.

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14. Training evaluation mechanisms be formed by giving greater consideration to the desires of the operating components as to what factors, in what fashion, they wish evaluated.

15. The content and organization of the BIC(I) be reviewed with the purpose of:

a. placing greater stress on intelligence

b. arranging the course on a "two-phase" basis, so individuals possessing substantive backgrounds in intelligence may be scheduled for a lesser period than the present complete six weeks.

16. The DD/P be advised that the Clandestine Services Training Committee is not satisfactorily performing as a policy and policy enforcement instrumentality; DD/P be encouraged to appoint a full-time staff representative for training matters, to be supported by the Clandestine Services Training Committee.

17. In order to provide for the assignment of the most experienced and competent operational personnel to OTR for tours of instructional duty, their assignment should be authorized at the GS rating they possess, regardless of the GS rating of any vacancies on the OTR table of organization.

18. Consideration should be given by DD/P to make available to OTR senior operational individuals returning from the field for a period of time sufficient to allow them to record their experiences and operational views, and additionally to allow them to assist in the presentation of at least one course in their field of speciality.

/s/ Lyman Kirkpatrick

Lyman B. Kirkpatrick  
Inspector General

Attachments: Tabs A-K

cc: Director of Training  
DD/Plans  
Chief, Management Staff

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